

FACILITIES PLANNING MODEL

ASSESSING THE NEED FOR COMMUNITY SPORTS FACILITIES IN ENGLAND

SPORTS HALLS: CORNWALL COUNTY SUMMARY

INTRODUCTION

1. The Facilities Planning Model (FPM) has been developed as a planning tool to inform the process of deciding if and where major new community sports facilities are needed. It provides an objective assessment of the relationship between the likely demand for sports facilities and the current or proposed supply of them in specific areas. The English Sports Council (now referred to as Sport England) has recently undertaken research to define updated parameters for use with the model and has updated and extended the national facilities database to fulfil the requirements of the analysis. This has provided the basis for the first application of the FPM across England, and this report seeks to:
 - 1.1 provide a summary of the findings for sports hall provision in Cornwall referring to the wider regional and national context;
 - 1.2 provide guidance on any identified gaps in existing provision.
2. This analysis relates to the provision of sports halls of 3 badminton court size and above, which are available for community use for at least part of the weekly peak period. It is important to note that all such facilities are included in this analysis, regardless of quality of provision, ownership, or the type of community use. Facilities which may only be available for club usage (on a school site for example) are treated the same as those which have full access for casual use, coaching, and club hire. The model makes an allowance where a facility is available for only part of the weekly peak period.
3. Whilst this analysis may indicate that the existing overall level of sports hall provision in an area is adequate to meet the estimated demand, Sport England recognises that some local authorities will want to look more closely at provision in their areas, in order to establish how best to meet sports development needs through the provision of a network of quality facilities. The model will therefore be made available to local authorities who wish to carry out local assessments, but this will need to be within the context of the production or review of a district/county sports strategy or a statutory land-use development plan. Further information on local assessments is provided later in the report.

4. For the purpose of this assessment, the County of Cornwall comprises the following district / unitary authorities (for ease of reference, these authorities are referred to as districts throughout the report):
- Caradon
 - Carrick
 - Isle of Scilly
 - Kerrier
 - North Cornwall
 - Penwith
 - Restormel
5. **It is important to note that this report is in draft form only at this stage. There are a number of amendments which need to be made to the data in the tables, before the report can be finalised. Maps are also being produced which will accompany the report.**

DEMAND

6. Demand for sports halls is estimated by applying participation and visit frequency rates to the relevant age/gender groups of the resident population in the region. Demand is expressed in visits per week in the peak period, the peak period representing that part of the week when the majority of demand is expressed. ¹
7. Estimated total demand for sports halls in Cornwall, by district, based on the 1996 population estimates from the Registrar General, are as follows:

TABLE 1: ESTIMATED DEMAND FOR SPORTS HALLS	
	estimated demand (visits per week in the peak period)
Caradon	3,263
Carrick	3,368
Kerrier	3,643
North Cornwall	3,167
Penwith	2,363
Restormel	3,733
 Cornwall	 19,614
 SW region	 201,599
 England	 2,105,792

SUPPLY

8. Supply is a function of the number of facilities, their location, size and availability for community use. The combined capacity of these sites in each district / unitary, based on information on size and availability for public use supplied to Sport England's national facilities database, is shown in Table 2. Capacity refers to the number of visits that the model estimates could be accommodated during the normal peak period, and like demand is expressed in visits per week in the peak period.

TABLE 2: EXISTING SUPPLY OF SPORTS HALLS, AND THEIR CAPACITIES		
	number of sites with sports halls ²	capacity (visits per week in the peak period)
Caradon	4	4,341
Carrick	6	5,424
Kerrier	6	7,829
North Cornwall	7	7,356
Penwith	1	618
Restormel	4	3,687
Cornwall	28	29,256
SW region	279	263,881
England	2475	2,379,700

CATCHMENT AREAS

9. Sport England research indicates that the majority of users of sports halls arrive by car and that the majority of these are prepared to travel up to 15 minutes. Catchment areas have thus been defined on the basis of the distance that can be travelled by road in 15 minutes.

COMPARING DEMAND WITH SUPPLY

Satisfied demand

10. Within the model, individual visits are 'satisfied' when they are within the catchment area of a site and there is capacity available. Where sports hall users live within the catchment area of more than one site, i.e. they have a choice of which facility to use, the model shares out visits according to which site has the highest proportion of capacity remaining, i.e. visits are made to sites which are least busy. Catchment areas cross local authority boundaries, but this does not affect the allocation of visits to sites.
11. Taking account of the scale and location of existing supply, estimated demand within Cornwall in the peak period is satisfied to the following extent:

TABLE 3: SATISFIELD DEMAND AS % OF TOTAL DEMAND			
	number of visits satisfied by existing supply (visits per week in the peak period)	existing total demand (visits per week in the peak period)	% of total demand satisfied by existing supply
Caradon	2,681	3,263	82%
Carrick	2,802	3,368	83%
Kerrier	3,336	3,643	92%
North Cornwall	2,504	3,167	79%
Penwith	881	2,363	37%
Restormel	2,788	3,733	75%
Cornwall	14,993	19,614	76%
SW region	184,628	201,599	92%
England	1,928,100	2,105,792	92%

Unmet demand

12. The total estimated level of unmet demand within each district / unitary is shown in Table 4. The table also shows the estimated unmet demand expressed as a percentage of total demand by district / unitary, and equates this to 'sports hall units' (one sports hall unit being equal to one 4 court badminton hall with a capacity of 880 visits per week in the peak period).

TABLE 4: ESTIMATED UNMET DEMAND			
	estimated number of visits currently not being met by existing supply (visits per week in the peak period)	% of total estimated demand in the peak period not currently being met	sports hall unit equivalent ³
Caradon	582	18%	0.7
Carrick	566	17%	0.6
Kerrier	307	8%	0.3
North Cornwall	663	21%	0.8
Penwith	1,482	63%	1.7
Restormel	945	25%	1.1
Cornwall	4,621	24%	5.3
SW region	16,971	8%	19.3
England	177,700	8%	201.9

13. Across the whole of England, the model estimates that about 8% of total demand for sports halls is currently not being satisfied, and this equates to the equivalent of some 200 four badminton court sports halls. In the South West region, the current level of unmet demand is also 8% of total demand, which equates to about 19 four badminton court sports halls.
14. There are two types of unmet demand in the model:
- 14.1 unmet demand arising from insufficient capacity of existing facility - facilities are not big enough to accommodate all the visits in the catchment area. This is described as unmet demand inside catchment areas;
 - 14.2 unmet demand due to location - facilities are beyond the defined acceptable travel time limit. This is described as unmet demand outside catchment areas.
15. In the case of Cornwall, most of the unmet demand for sports halls is due to people living beyond the catchment area of an existing facility (i.e. unmet demand outside catchment areas).
16. Whilst a number of districts in Cornwall demonstrate some unmet demand for sports halls, it is important to note that this does not mean that new provision could be justified anywhere within that authority's boundary. Due to the rural nature of much of the county, the identified unmet demand for sports halls will be spread thinly, and new provision in any one location will be more difficult to justify than where unmet demand is

more concentrated. Also, demand from within the boundaries of one of the authorities listed could be satisfied to some extent by provision within an adjoining district.

17. For these reasons, the model is able to carry out further analysis of the scale and distribution of unmet demand, in order to identify whether this is sufficient to warrant further provision (the aggregate demand analysis). Also the model can assess the extent to which the population of a district lives beyond the drive time of a sports hall (the accessibility analysis). These analyses are considered further below.

Spare capacity

18. Having allocated estimated demand to existing facilities, the model can estimate the extent to which there is spare capacity remaining at any site during the peak period. The total spare capacity at existing sites within each district is estimated as follows:

TABLE 5: ESTIMATED SPARE CAPACITY AT EXISTING SPORTS HALLS		
	spare capacity (visits per week in the peak period)	as a % of total capacity
Caradon	1,827	42%
Carrick	2,543	47%
Kerrier	4,386	56%
North Cornwall	4,468	61%
Penwith	0	0%
Restormel	951	26%
Cornwall	14,176	49%
SW region	79,428	30%
England	451,600	19%

19. The model estimates that, in overall terms, there is spare capacity at existing halls. Most of the county's unmet demand originates from outside the catchment area of existing facilities, and it could therefore be said that there is a mis-match between the location of existing facilities (where spare capacity may already exist) and the location of unmet demand (which in the main lies beyond the catchment area of these facilities).

IDENTIFYING THE NEED FOR FURTHER SPORTS HALL PROVISION

20. To provide a consistent approach across England as a whole, the ESC has taken account of two key factors: scale and distribution of unmet demand. *Scale* is essentially about whether the level of unmet demand is sufficient for new provision to be considered, which can mean the opening of existing facilities not currently available (eg schools, colleges) as well as new build; *distribution* is essentially about whether sports participants, actual and potential, are disadvantaged by the location of existing facilities. With this in mind, the following criteria have been used to identify areas of need:
- 20.1 *development potential* - the extent to which there is unmet demand within the catchment area of a given location, and whether this is sufficient to warrant further provision;
 - 20.2 *accessibility* - the extent to which the population of a district lives beyond the drive time of any sports hall.

Development potential

21. The aggregate demand analysis adds together all the unmet demand within the defined catchment area of each of a series of assumed locations, which in this analysis is the centre point of 5km grid squares covering the whole of England. By comparing this with the capacity of a sports hall, it is possible to identify which locations, if any, have sufficient unmet demand to justify additional provision.

22. Refer to county map

23. It can be seen from Map (A) that in Cornwall as in the rest of the South West region, no areas have been identified where the aggregated unmet demand is equivalent to one sports hall unit (4 badminton court hall) or more. However, the analysis shows that the following parts of the county have levels of aggregate unmet demand as follows:

- 23.1 Areas where the aggregate unmet demand is equivalent to between 0.5 and one sports hall unit:

Penwith

- Penzance area
- St Ives / Hayle area

Restormel

- East of Newquay area

- 23.2 Areas where the levels of aggregate unmet demand are significant, but which equate to less than 0.5 of a sports hall unit:

Carrick

- St Agnes / Perranporth area

North Cornwall

- Padstow area

Accessibility

24. There will clearly be local needs which are not identified in the aggregate demand analysis which come about as a result of a significant proportion of the resident population living beyond the catchment area of an existing sports hall. This is the case across many of the region's rural areas, and the model can help to identify those areas where problems of rural accessibility to sports facilities are most acute.
25. The accessibility analysis can identify the extent to which the population of an individual local authority live more than 15 minutes by road of any sports hall. This information allows a comparison of local authorities across the country. In the South West the following categories of authorities have been identified where accessibility to sports halls is a significant issue:
- 25.1 where there is in excess of 20,000 people from the resident population of a district outside the 15 minute catchment area of any sports hall and where this total is at least 10% of the district population. Of the x districts in England which fall within this category, x are in the region, of which x are in Cornwall:

	population outside catchment area of any sports hall	as a % of total population
district A	xx,xxx	xx%
district B	xx,xxx	xx%

- 25.2 where there is in excess of 10,000 (but less than 20,000) people from the resident population of a district outside the 15 minute catchment area of any sports hall and where this total is at least 10% of the district population. Of the x districts in England which fall within this category, x are in the region, of which x are in Cornwall.

	population outside catchment area of any sports hall	as a % of total population
district A	xx,xxx	xx%
district B	xx,xxx	xx%

LOCAL ASSESSMENTS

26. In addition to this county summary, local more detailed assessments can be carried out using the FPM in order to establish how best to meet likely future needs within an individual district or county area. Sport England will make the model available for such assessments, but only within the context of the production or the review of a district/county strategy or statutory land-use development plan. The cost of this additional work will need to be met by the commissioning authorities, who will also need to work with adjoining authorities to confirm the accuracy of the data being used. The scope for any additional analysis should be discussed with the FPM officer at Sport England's South West regional office.

CONCLUSIONS

27. Many parts of Cornwall, in common with most of England, are relatively well provided for in terms of community sports halls. There is scope, however, for addressing some of the shortfalls in provision in certain parts of the county as identified in this report. It is for local authorities to decide the significance of these shortfalls and the extent to which they address them.

MD
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